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ABSTRACT

This report provides school district policy samples and other resources on smoking in schools. The intent in providing policy samples is to encourage thinking in policy terms and to provide working papers that can be edited, modified, or adapted to meet local requirements. Note is made of the fact that in 12 states statutes prohibit minors from smoking on school property, and in other communities, that local fire ordinances take the decision away from the school board. Sample policy statements show that some boards prohibit smoking on school grounds altogether and provide penalties for infractions; others designate smoking areas or times when smoking is permitted; still others permit smoking, but deliberately restrict smoking areas available to students in order to discourage smoking. One school district requires parental permission for students to smoke in school and provides for informing parents when a student is found smoking who has not received parental permission. Most board policies require education programs on the dangers of smoking. (Author/JF)

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SCHOOL BOARD POLICIES on SMOKING IN THE SCHOOLS

#73-41

LA 005 548

NSBA

. . . a school board policy development kit
prepared by the Educational Policies Service
of the NATIONAL SCHOOL BOARDS ASSOCIATION

A WORD ABOUT THIS PUBLICATION

This is one of a continuing series of kit-booklets issued to help school boards develop written policies in key subject areas. All policy samples and other policy resources reproduced herein have been selected from the files of the Policy Information Clearinghouse of the National School Boards Association's Educational Policies Service (EPS/NSBA) and coded to the EPS/NSBA policy codification system.

The intent in providing policy samples is to encourage thinking in policy terms; to provide "something to start with"--working papers to be edited, modified, or adapted to meet local requirements. Administrators of EPS/NSBA member organizations should file this booklet for continuing reference in their master copy of the Educational Policies Reference Manual.

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EPS File: JCDAA--Student Smoking

SCHOOL BOARD POLICIES ON SMOKING IN THE SCHOOLS

No. 73-41 September, 1973

The words of King James I--written 350 years ago--sound a bit like those of the righteous visitor to the school board, urging a ban on the butt.

Smoking, said King Jim in his Counterblaste to Tobacco (1604), is a custom "lothsome to the eye, harmful to the brain, dangerous to the lungs, and in the black stinking fume thereof, nearest resembling the horrible Stygian smoke of the pit that is bottomless."

From the back of the board room, the U.S. Surgeon General says, "Amen."

The issue of whether or not to permit smoking in the schools is a recurring one. Where it is allowed, adult groups concerned about the health hazards and the school's "encouragement" of the habit, say, "Stop it." Where it isn't allowed, student groups petition for permission to smoke.

The board listens to all sides of the question and ponders a policy situation, often in a smoke-filled room.

Tough Issue

The issue does present a major predicament facing school communities these days, since medically speaking, smoking is a major health problem. Six times since 1964, the U.S. Public Health Service has reviewed scientific evidence linking cigarette smoking to disease and premature death. Each time, this agency has confirmed the conclusion of their first study: cigarettes are a major cause of death and disease.

As a result of this information many schools now provide health education courses stressing the hazards of smoking. They are making an all-out-effort to educate students about the dangers of smoking. To these school

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systems, going ahead and allowing smoking seems to be paradoxical and self-defeating.

On the other hand, what about the rights of students, especially 18-year-olds who smoke?

What about students whose parents allow them to smoke?

What about the school where students may not smoke but faculty members may?

Also, how does a school control smoking when it is not permitted in the schools?

In 12 states school boards have it easy. The statutes prohibit minors from smoking on school property. In other communities local fire ordinances take the decision off the school board's back. But in most places,

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THE ASHTRAY IN THE BOARD ROOM

Everyone on our board smokes except Helen Kratzner and Ken Barber. And our ashtrays were full before we voted (by a 5-1 margin) to renew our ban on student smoking. Is this hypocrisy?

"Well, it's certainly a case of do as we say, not as we do," said Helen after the meeting.

"But not hypocrisy," said Mary Revere. "Smoking is an adult prerogative. I get a bad impression of a school when I see students pouring out of the building lighting up their cigarettes. Student's shouldn't smoke, period!"

"Ah, but they do," said Lloyd Macy, our one-man minority on the smoking issue. "And many of them have permission from home to smoke. That's why I argued for polling the parents. Before we passed that policy, we should have found out how they felt about allowing smoking on school premises."

"As a board," said Phil Lunde, our chairman, "we're obliged to set certain standards of student behavior. What boys and girls do away from school is not our concern. Our policy gives students, teachers--everyone--something to fall back on. Everyone knows where we stand and what we expect. And don't forget, Lloyd, that we're required by statute to teach the effects of tobacco, narcotics, and alcohol in our schools. It wouldn't make much sense if our teachers showed a cancer society film in Period Three and then let the students take a five-minute cigarette break before the next class."

"Let's face it," said Ken, "the weed may have the adults hooked. But you're trying to save the kids, right?"

"Right," said Phil, stubbing out his cigarette.

--From For School Board Members. Copyright 1962 Croft Educational Services

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the board must do the deciding. On the one hand, the board considers such reasons as these to ban smoking:

First, smoking is a major health hazard and must not be condoned.

Second, recognizing peer influence among teenagers, to allow smoking areas may encourage nonsmokers to start smoking.

Third, once a smoking area is permitted, there is often pressure to expand the time and place where smoking is allowed, and this kind of escalation can create a fire hazard that can endanger lives.

Fourth, to allow smoking weakens the effectiveness of the health instruction program, and is an indication of educational failure.

On the other hand, it is argued, the control of smoking is really impossible. It's better to establish smoking areas than to have students furtively puffing in johns and off-limits boiler rooms and to require teachers to act like cops who have to follow-up every wisp of smoke. Also, an o.k. to smoke policy relieves discipline problems. It's a realistic way of dealing with an inevitable situation. Then, if the school staff is permitted to smoke, why not the students?

Community Problem?

Smoking can be considered a community problem. Since decisions by school boards to either permit or ban smoking often give rise to controversy, why not involve the community in helping to resolve this difficult question? Here, for example, is one approach. The Edina Public School District in Minnesota decided to poll the citizenry to find out their attitude towards smoking. The school board policy had been no smoking in the schools. However, the student council had met with the school board and recommended that smoking areas be designated in the high school. The students cited the problem of student smoking in the lavatories and that patroling of the lavatories by teachers and administrators had not been successful in halting the problem. They suggested that since the smoking rules couldn't be enforced and since the smoke-filled lavatories were an annoyance, it would be better to provide an area for smokers.

A committee of student smokers, nonsmokers, parents, counselors, teachers, and school administrators was formed to study the issue and ultimately came up with three possible solutions:

1. Keep the current school board policy prohibiting smoking in school buildings, on school grounds, or at school-sponsored activities.

2. Keep the current policy and hire additional people to police lavatories, stairwells, and other possible smoking areas.

3. Designate a smoking area for all students 18 years of age or older.

These alternative approaches were then carried to the citizens of Edina with the request that they designate which solution they preferred, or if

they had any additional alternative plans to propose. The polling instrument which helped the board arrive at a community-based decision will be found as one of the exhibits in this kit.

In Lieu of Suspension

If your school district has a ban on smoking, how is this rule enforced? Is the student suspended when caught? What about repeated infractions of the rule? Is an education denied to persistent violators?

One school board decided that, as an alternative to suspension, it would sponsor a four evening seminar of two hours each on the detrimental effects of smoking on the body. The program included a study of: (1) the respiratory and circulatory systems; (2) how smoking interferes with the functioning of these systems; (3) certain diseases that smoking has been linked to as a cause; and (4) the psychology behind cigarette advertising.

In a follow-up survey conducted by the teachers at the end of the year, it was found that about 12% of the students had definitely quit smoking and that 85% claimed that they had significantly cut down.

Adult Influence

A recent report from the National Clearinghouse for Smoking and Health confirmed the fact that whether a child takes up smoking or not depends a great deal upon the behavior of those around him. The lowest level of smoking was found among teenagers who live in households where both parents are present and do not smoke, and who have older brothers and sisters who do not smoke.

So, it is important to involve parents in smoking education because of the critical role they play as examples. The PTA is one organization that has taken a strong stand against smoking and can be instrumental in involving parents in smoking education and antismoking campaigns. There are also a number of health agencies, hospitals, and religious groups in most communities that sponsor group sessions and community action programs which can be contracted for information and advice. They may be enlisted to support health education programs with resource personnel and materials.

School officials can also work to get smoking and health education courses included in teacher preparation programs. Schools themselves should have inservice courses or workshops on smoking education.

* * * * *

To ban or not to ban smoking in the schools--it's a knotty question. It is our hope that the reference documents that follow will help you and your board arrive at the decision that is best for your school system.

--Barbara Farnan
EPS/NSBA Research Associate

EPS/NSBA File: JCDAA

STUDENT SMOKING

While the Board does not approve of smoking on the part of students, nor wish to encourage it, it recognizes that mature young adults will make their own choice as to whether they will smoke or not smoke.

It therefore will permit students to smoke in authorized areas, but in authorized areas only. Students shall not be permitted to smoke within any school building, with the exception of post-secondary students who may smoke in the post-secondary lounge.

Controls shall be set up by the administration so that there will be no abuse of fire laws or fire hazards created by smoking, so that smoking wastes will not create litter problems, and so that students will not be in smoking areas at times when they are supposed to be in classes.

SOURCE: Camden County Vocational & Technical Schools, Sicklerville, N.J.
DATE: 1973

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EPS/NSBA File: JCDAA

STUDENT SMOKING

The School Committee authorizes the designation of a smoking area for students in the high school building in an effort to reduce fire-safety hazards and other problems relating to total prohibition of student smoking.

The administration, working with the student council, will develop and enforce regulations in regard to the area.

This is with the understanding that the administration, at the same time, proceeds with an anti-smoking campaign in the schools.

Except for the above provision, the School Committee's long-standing policy prohibiting smoking by pupils in school buildings, on school grounds, in school buses, and on field trips stands.

SOURCE: Wayland Public Schools, Wayland, Mass.
DATE: 2/8/71

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EPS/NSBA File: JCDAA

STUDENT SMOKING

Smoking areas on school grounds shall be established in each senior and junior-senior high school.

Parental Authorization.

Students desiring to use smoking areas will secure written authorization from a parent in a form provided by the school; unannounced spot checks of smoking areas will be made at least monthly; and parents will be sent a routine notice of unauthorized smoking area use. The purpose of this provision is to keep parents informed regarding this critical health matter. The use of smoking areas without parental authorization will not be a basis for any school disciplinary action.

Other Provisions.

1. No smoking will be allowed within school buildings

2. Local school factors such as grade organization, class schedules, physical layout of the school plant and grounds, and neighborhood setting, will be considered

3. Regulations for each school regarding the use of student smoking areas will be carefully delineated and broad communication of these regulations will be provided by the school administration and the student government

4. Students must share the responsibility for the proper use and upkeep of the student smoking areas

5. Penalties for infractions of student smoking regulations must be forceful and must be conscientiously and consistently administered

6. A forceful, meaningful program of education highlighting the hazardous effects of smoking must continue and be strengthened with the senior high school students accepting a share in this educational responsibility and recognizing their influence upon younger students.

Evaluation.

Factors to be evaluated include the impact of the smoking areas on the incidence of student smoking, school discipline, vandalism, and the degree to which students, school staff, and parents respond to the above guidelines.

SOURCE: Montgomery County Public Schools, Rockville, Md.
DATE: Revised, 6/29/70

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EPS/NSBA File: JCDAA

STUDENT SMOKING

Because our schools are committed to safeguarding the health of students, smoking by students will not be permitted while they are under the care and supervision of the Gardner School Department.

SOURCE: Gardner Public Schools, Gardner, Mass.

* * * * *

Smoking and the conspicuous possession of tobacco products by students while in or on school properties, or under the school's jurisdiction during school hours, or while participating in a school-sponsored event is prohibited.

On first offense of smoking a student shall automatically be given a five-day suspension from school. Further similar offenses by the student during the school year shall be cause for the student to appear before the Board of Education for a possible long-term suspension from school.

Professional personnel should carry on intensive programs of education designed to fully inform students about the hazards of smoking.

SOURCE: School District #457, Garden City, Kan.
DATE: Revised 4/16/73

* * * * *

Students may not smoke in or on school property or in vehicles while such vehicles are being used to transport students.

Employees and other adults may smoke in or on school premises in places designated for smoking by the building principal.

SOURCE: Community High School District #218, Worth, Ill.
DATE: 3/17/69; revised 9/14/70

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EPS/NSBA File: JCDAA

STUDENT SMOKING

Smoking by students is not permitted on school property. This policy is adopted on two grounds -- first, that smoking by students on school property presents a safety hazard which cannot be controlled by the school administration; and second, that both the health of the individual student and the health and freedom from the annoyance caused by smoking to the other students are factors of concern to the school administration.

SOURCE: Shoreline School District #412, Seattle, Wash.
DATE: 2/2/70

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EPS/NSBA File: JCDAA-R

STUDENT SMOKING

1. In the case of the first violation, an administrator has three options:

   a. Conferring with the student and his parents

   b. Requiring a student to participate in an educational program concerned with the health hazards of smoking

   c. Suspend the student pending a conference with him and his parents.

   In any case, the student and his parents must be advised in writing of the results of a second violation.

2. A second violation will result in a suspension to the superintendent's office and a conference with the student and his parents. In this conference, it will be recommended that the student participate in an educational program concerned with the health hazards of smoking. The student and his parents will also be advised in writing of the results of a third violation.

3. A third violation will result in a suspension for the remainder of that semester or a period of twelve weeks, whichever is longer.

SOURCE: Shoreline School District #412, Seattle, Wash.
DATE: 2/2/70

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EPS/NSBA File: JCDAA

STUDENT SMOKING

In seeking a solution to the problem of student smoking, the Board shall permit, on a trial basis, the establishment of specific smoking areas where smoking may be allowed at specific times on high school grounds.

All regulations governing student smoking shall be subject to Board approval. Both this policy and its implementing rules shall be evaluated by the Board at the end of a trial period, with parents, students, and teachers assisting in the evaluation.

For the duration of this policy, on a trial or permanent basis, an anti-smoking campaign shall be conducted in the schools.

SOURCE: East Orange Public Schools, East Orange, N.J.
DATE: 3/1/71

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EPS/NSBA File: JCDAA -R

STUDENT SMOKING

The following procedures and regulations shall be observed in regard to student smoking:

1. Students may smoke only outside of high school buildings. Specific smoking areas on high school grounds shall be set up by a committee.

2. Students may smoke in these areas only:

   a. Before and after school
   b. During lunch periods
   c. During class passing

   Students will not be permitted to smoke in these areas at times when their classes or study halls are in session. Students shall not be late to class or school because of smoking.

3. Students who violate smoking regulations in regard to smoking areas and times will be subject to immediate suspension for three days.

4. Smoking receptacles will be used. Students who add to litter through smoking will be subject to the demerit system.

5. All elements of the smoking policy and these regulations shall be subject to periodic evaluation by a student-teacher-parent committee and reports shall be submitted to the Board.

SOURCE: East Orange Public Schools, East Orange, N.J.
DATE: 3/1/71

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EPS/NSBA File: JCDAA-E

STUDENT SMOKING
(AAHPER Recommendations)

Schools should accept responsibility for providing smoking education programs and practices consistent with current information. Teachers - and all other school personnel who share in the education of children and youth - also have a role in educating about smoking and health.

This is the essence of AAHPER's position statement on smoking education and it is further reinforced by a recommendation that all schools take appropriate steps to establish policies and practices consistent with current information on the hazards of cigarette smoking, including these nine points:

1. Assuming responsibility for curriculum experiences in smoking education which are timely and stimulating and provide accurate content, as an integral part of the ongoing, unified health instruction program, kindergarten through twelfth grade.
2. Providing appropriate in-service training opportunities for school personnel, classroom instructional resources, and supervision and consultative services to teachers.
3. Maintaining a physical and emotional school atmosphere that positively reinforces the objectives of the ongoing health instructional program.
4. Encouraging staff and adult visitors to the school to realize the exemplar role they play and the importance of compliance with smoking rules and regulations.
5. Recognizing that parent example, pupil-peer relationships, and other community influences are important in the development of desirable health behavior.
6. Utilizing classroom situations as well as learning experiences in other curricular and extracurricular activities to reinforce the educational process.
7. Emphasizing the exemplar role of all school faculty and staff in relation to smoking on school property.
8. Adopting "no smoking policies" for all groups utilizing school facilities.
9. Abolishing student and faculty smoking facilities.

SOURCE: American Association for Health, Physical Education and Recreation (What Educators Can Do About Cigarette Smoking, 1971)

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STUDENT SMOKING
(NASSP Recommendation)

As evidenced by the statutory material, court decisions, and school codes, the solution to the issue of smoking in the public schools is far from clear. Certain conclusions, nevertheless, can be drawn.

There is a general agreement that it is one thing to assume moral positions and another thing to implement those positions. Also, it is difficult to impose adult views on students and have significant behavioral changes in a practice like smoking. The 26th Amendment to the U.S. Constitution adds the further dimension of assigning legal adult status to 18-year-olds. However, it is also clear that principals and all educators are faced today with a question to which they must react.

Whatever the case in the past, there is now undisputed knowledge that smoking is a causal factor in many injurious, debilitating, and often fatal diseases. Given this awareness, the question becomes whether to condone smoking on school premises (allow is not the proper term as very often it is not within the practical power of the school principal to prevent).

NASSP suggests that student smoking lounges may well implicitly promote smoking in the public schools. Therefore, in lieu of establishing them, NASSP suggests that intensive educational programs to inhibit and/or finally terminate smoking be instituted. NASSP also recognizes the imperative need to involve students, faculty, parents, and the community at large in deliberations on this sensitive subject.

SOURCE: National Association of Secondary School Principals ("Concerning Smoking in the Public Schools." A legal memorandum, March, 1972)

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STUDENT SMOKING
(Public Opinion Survey Form)

The school board would like to know how you feel about student smoking at the high school. Would you kindly respond, whether or not you have children in school.

Background

Groups of students, faculty, and administrators, together and separately, as well as committees with parent members, have studied the problem of smoking at the senior high on a continuing basis during this school year. Briefly, some of the facts are these: Students smoke in the lavatories before and after school and between classes to the extent that 1,045 students said they feel they are denied or restricted in their use of the facilities. A total of 1,184 students feel student smoking in our high school is a problem of such magnitude that new courses of action by students and staff should be taken to reduce the problem. Patroling of the lavatories by administrators and a few teachers has not been successful. Assignment of teachers to perform this duty would reduce their time in the classroom. The law says students under 18 may not smoke. School rules say no student may smoke. Punishment for smoking in the school is suspension, which is followed by a parent-principal conference. Student groups ask who, besides the school, tries to enforce the law? What public buildings do not provide a place to smoke? Who checks on the ages of smokers? The student board has discussed the problem with the Senior Board in public meetings on two occasions. They say, "We, the Student School Board of Edina High School, would suggest that a smoking area be designated at the high school to be used by those students who wish to smoke."

Three Possible Plans

The following are three plans identified by a committee of student smokers, student nonsmokers, parents, counselors, teachers, and school administrators. Which one do you think is the best solution?

___ No change in the current school board policy regarding the prohibition of students smoking in the building, on the school grounds, or at school-sponsored activities.

___ No change in policy but hire additional adult personnel to police lavatories or other possible smoking areas in and around the building. (This is the policy that many high schools are following wherever there is a conscientious effort to reduce or limit the amount of smoking at school.)

___ Designate a smoking area for all students 18 years of age or older. This could be an outdoor area such as the large courtyard. This

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action would be in keeping with the present law. (Strong feeling was expressed by the committee that supervision of the area be no more strict than in other public buildings or areas throughout the state.)

___ None of the above. Instead, I suggest the following solution:

_____

_____

Please add the following background information:

I have no children ____. Or, my child or children attend an Edina elementary school ____; attend an Edina junior high school ____; attend Edina Senior High School ____; are of preschool age ____; attend a private school ____; are adults now ____.

My high school aged son or daughter smokes regularly ____; smokes occasionally ____; does not smoke ____.

I presently smoke ____ I have been a smoker ____ I do not smoke ____

Please return your questionnaire by May 10 to: SCHOOL REVIEW POLL, Edina Public Schools, 4660 West 77 Street, Edina, Minnesota 55435

EPS/NSBA File: JCDAA-E

STUDENT SMOKING
(Delaware Guidelines)

1. Smoking on school property shall be a local Board of Education determination.

2. If smoking on school property is not permitted, regulations shall be developed which clearly state the position of the local Board of Education concerning enforcement of the policy and penalties in case of violations.

3. If smoking on school property in restricted areas is permitted by a local Board of Education, regulations shall be developed which specify the conditions under which smoking shall be allowed for students, staff members, and the public. It is recommended that such regulations be reviewed with the appropriate Fire Marshall. Responsibilities of students, staff members, and the public as well as penalties for violations shall be clearly defined.

4. Since the State Board of Education does not condone smoking either for students or adults, it strongly recommends that a continuing anti-smoking campaign be conducted in each school district. It is suggested that this is a good student government project.

SOURCE: Delaware State Board of Education
DATE: 3/18/71

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STUDENT SMOKING
(Oregon Guidelines)

Who should be allowed to use tobacco in public schools? Wide difference of opinion are held by students, school officials, parents, smokers, and non-smokers. Concerns are expressed in terms of scientific evidence that shows that the use of tobacco is a hazardous habit at best. Additionally, most public schools are not designed to accommodate large numbers of smokers of any age. Health, safety and educational concerns are all factors to be considered in developing a tobacco policy. Also, the rights of the nonuser must be weighed with the rights of the lawful user. The question of who should be a lawful user of tobacco in schools is a controversial one. Oregon law is currently silent on who may use tobacco. Oregon law is, however, clear in stating that a person who sells tobacco to an individual below the age of 18 is in fact endangering the welfare of a minor. Given this statutory reference as a guiding principle, the district makes the following findings:

1. Authorized users of tobacco in the public schools of this district shall be 18 years of age or older.

2. The district further finds that this is an even application of principle in that the age of 18 is the point at which the state discontinues its statutory concern for the welfare of minors in the area of tobacco use.

Guidelines

1. Right: All authorized users shall be allowed to possess, smoke, or use tobacco under the following conditions.

2. Responsibilities:
   a. Tobacco users shall be 18 year of age or older
   b. Tobacco users shall carry proof of age and be willing to show such proof when asked by the proper school officials.
   c. Tobacco users will confine their use to times and places designated by the district school board.
   d. Tobacco users are liable for their habit to the extent that it may preclude their participation in activities or projects or assignments wherein their use of tobacco would reduce their effectiveness below minimum levels of performance.

SOURCE: Minimum Standards for Student Conduct and Discipline, Oregon State Board of Education
DATE: 5/12/72

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